Calendar No. 16

99TH CONGRESS } SENATE { REPORT
1st Session } { 99–14

A RESOLUTION TO APPROVE THE OBLIGATION AND EXPENDITURE OF FUNDS FOR PROCUREMENT OF THE MX MISSILE

MARCH 20 (legislative day, FEBRUARY 18), 1985.—Ordered to be printed

Mr. HATFIELD, from the Committee on Appropriations, submitted the following

REPORT

[To accompany S.J. Res. 75]

The Committee on Appropriations, to which was referred the joint resolution (S.J. Res. 75) to approve the obligation and expenditure of $1.5 billion made available by Public Law 98–473 for procurement of 21 Peacekeeper (MX) missiles, reports favorably thereon without amendment and recommends that the joint resolution be agreed to.

TABLE OF CONTENTS

	Page
Background	2
I. Program history	3
II. Program and budget implications of S.J. Res. 75	5
III. Statutory requirements:	
A. Executive communications: An assessment of the Peacekeeper missile and impact of continued procurement, pursuant to Public Law 98–255, section 110, March 4, 1985	5
IV. Compliance with Standing Rules of the Senate	5

51-010 O

S183-3

BACKGROUND

Pursuant to provisions of the Department of Defense Appropriations Act, 1985, contained in Public Law 98–473, the continuing resolution for fiscal year 1985, S.J. Res. 75 is the Senate vehicle by which Congress may approve the obligation and expenditure of $1.5 billion of prior-year appropriations for procurement of 21 MX Peacekeeper missiles. By law, in order for such funds to be made available, Congress must first adopt a resolution referred to the Armed Services Committees of each House, approving authorization for the release of such funds to continue the MX Peacekeeper procurement program and then adopt a second resolution approving the obligation and expenditure of the prior-year funds.

On March 4, 1985, President Reagan transmitted to the Congress his formal report on the continued procurement of the MX Peacekeeper missile. On March 5, the authorization version of the required MX resolution (S.J. Res. 71), was introduced by Senator Barry Goldwater, chairman of the Senate Armed Services Committee. The day following, March 6, Senator Ted Stevens, chairman of the Subcommittee on Defense, introduced S.J. Res. 75, which was referred to the Committee on Appropriations. S.J. Res. 71 was reported to the Senate by the Armed Services Committee on March 18, 1985, and was adopted by the Senate on March 19, 1985, by a vote of 55 to 45.

The provisions of S.J. Res. 75 were established by law, as were procedures for debate on the Senate floor. The resolution is not subject to amendment under these same provisions. The scope of formal consideration is limited to that of continued procurement of the MX missile in fiscal year 1985. The Committee's action on S.J. Res. 75 should not, therefore, be construed to go beyond that.

HEARINGS

The Committee held 2 days of hearings to consider S.J. Res. 75. On Thursday, March 7, 1985, the Committee heard the testimony of the Honorable Caspar W. Weinberger, Secretary of Defense, and Gen. John W. Vessey, Chairman of the Joint Chiefs of Staff. On Friday, March 8, 1985, the Committee heard from Gen. Bennie L. Davis, Commander-in-Chief, Strategic Air Command and Director, Strategic Target Planning; Ambassador Paul H. Nitze of the Arms Control and Disarmament Agency; and Harry R. Finley, Associate Director, National Security and International Affairs Division, Air Force Subdivision of the U.S. General Accounting Office.

I. Program history

The MX missile was first proposed for development in 1973. It is a four-stage, multiple warhead ICBM weighing 190,000 pounds. The throw-weight is 8,000 pounds, enabling the missile to carry 10 hard-target capable warheads. Over the past 12 years, a total of $13 billion has been appropriated for research, development, flight testing, and procurement of the missile and for alternative basing modes of the MX.

This funding history is displayed in the following table.

A HISTORY OF MX FUNDING, FISCAL YEAR 1973-85[1]

[In millions of dollars]

Fiscal year	Advanced ICBM technology	MX development	MX procurement
1973	7.9		
1974	4.2		
1975	39.3		
1976	36.0		
197T	12.9		
1977	69.0		
1978	134.4		
1979	158.1	150.0	
1980		670.0	
1981		1,491.0	
1982		1,903.0	
1983		[2]2,506.0	
1984		1,962.6	2,153.5
1985		1,699.7	1,000.0
Total	481.7	10,382.3	3,153.5

Total MX expenditure to date:	
Advanced ICBM technology	$481.7
MX development	10,382.3
MX procurement	3,153.5
Total	13,997.5

[1] Does not include the $1.5 billion proposed for release.
[2] Includes $494.4 million for RDT&E associated with Closely Spaced Basing mode.

Approximately $11 billion would be required between fiscal year 1986 and fiscal year 1989 to complete the MX program as currently proposed.

Program goals for the MX have been reduced from 200 to 100 operational missiles. The program also experienced a series of changes in basing modes between 1975 and 1983. Considerable controversy developed in this period because of proposed basing changes and related program uncertainties, including questions about the survivability of the MX.

The fiscal year 1983 continuing resolution on appropriations prohibited the obligation or expenditure of funds for full-scale engineering development of a basing mode and flight testing of the MX missile until both Houses of Congress approved a basing mode for the MX missile in a concurrent resolution. The Committee on Appropriations report accompanying S. Con. Res. 26 (Rept. No. 98-85) discusses at length the history of the MX basing issue.

In April 1983, Lt. Gen. Brent Scowcroft (USAF, Ret.) transmitted to Congress a report by the President's Commission on Strategic Forces. This report recommended deployment of the MX missile in Minuteman silos. The Committee on Appropriations voted 17–11 to report favorably S. Con. Res. 26 on May 12, 1983. The Senate voted 59–39 to adopt this resolution and to lift the prohibition on full-scale development of a basing mode for the MX and flight testing on May 25, 1983. The House also voted to permit flight testing of the MX missile and development of Minuteman silo basing to proceed.

Subsequently, Congress appropriated $2.2 billion for initial production of 21 MX missiles in fiscal year 1984.

OVERALL PROGRAM

The current MX program calls for overall procurement of 223 missiles. Of this procurement, 100 are for deployment in Minuteman silos at Warren Air Force Base. The balance is dedicated to the operational flight test program (108) and the aging and surveillance program (15).

MX PRODUCTION PLAN

	Fiscal year—						
	1984	1985	1986	1987	1988	1989	Totals
Deployment	20	21	36	23	0	0	100
Flight test	1	0	11	24	47	25	108
Aging and surveillance	0	0	1	1	1	12	15
Total	21	21	48	48	48	37	223

The operational flight test program for MX is designed to meet minimum Joint Chiefs of Staff requirements to sustain MX weapons system reliability during the lifetime of the missiles' deployment. Of the 21 missiles procured during fiscal year 1984, 20 are earmarked for deployment. All of the 21 missiles which would be procured in fiscal year 1985 are to be deployed.

PROCUREMENT HISTORY TO DATE

In 1982, Congress denied all funding for procurement of nine MX missiles for fiscal year 1983. In 1983, Congress reduced the fiscal year 1984 procurement request for MX from 27 to 21. Then, in 1984, Congress reduced the administration's fiscal year 1985 request for MX from 40 to 21 subject to provisions described earlier.

After fiscal year 1985, future budget requests would procure another 59 missiles for deployment and 122 missiles for operational testing and the aging and surveillance program. The pending fiscal year 1986 budget request includes $4 billion for the MX program, including $3 billion for procurement of 48 missiles.

PREVIOUS CONGRESSIONAL ACTION ON MX PROCUREMENT

	Administration request	Congressional action
Fiscal year:		
1983	9	0
1984	27	21
1985	40	21

II. Program and budget implications of S.J. Res. 75

Of the $2.5 billion provided for the fiscal year 1985 procurement program, the fiscal year 1985 continuing resolution on appropriations provided that $1.5 billion be made available subject to further congressional approval, for obligation and expenditure for continued MX procurement from prior-year unobligated balances.

The $1 billion in new budget authority already provided for the MX missile procurement in the fiscal year 1985 continuing resolution, under provisions of Public Law 98–473, were available only for procurement related to the deployment of the 21 MX missiles for which funds were appropriated for fiscal year 1984, for advance procurement of parts and materials for the MX missile program and maintenance of the MX missile program contractor base, and for spare parts for the MX missile program.

III. Statutory requirements

Pursuant to Public Law 98–525, section 110(e), and in agreement with Public Law 98–473, the President of the United States was required to submit to the Congress a report assessing the requirement for continued procurement of the Peacekeeper missile. This report and its accompanying papers were submitted to the Committees on Appropriations and Armed Services of the House and Senate on March 4, 1985 (H. Doc. 99–33).

IV. Compliance with paragraph 7(c) of Rule XXVI of the Standing Rules of the Senate

Paragraph 7(c) of Rule XXVI of the Standing Rules of the Senate provides that:

> Whenever any committee by rollcall vote reports any measure or matter, the report of the committee upon such measure or matter shall include a tabulation of the votes cast by each member of the committee in favor of and in opposition to such measure or matter.

The votes cast on the motion to favorably report S.J. Res. 75 were as follows:

Voting for (15):
- Stevens
- McClure
- Laxalt
- Garn
- Cochran
- Abdnor
- Kasten
- D'Amato
- Mattingly
- Rudman
- Specter
- Domenici
- Stennis
- Byrd
- DeConcini

Voting against (14):
- Hatfield
- Weicker
- Andrews
- Proxmire
- Inouye
- Hollings
- Chiles
- Johnston
- Burdick
- Leahy
- Sasser
- Bumpers
- Lautenberg
- Harkin

O